

of Vermont for definite terms. The governor of Vermont is an ex-officio member, and the president of the University of Vermont and State Agricultural College, who is elected by the other nineteen trustees, is also an ex-officio member. This corporation, owning absolutely the property of the educational institution known as the University of Vermont and State Agricultural College, is thus technically a corporation controlled by the state, since of the twenty trustees ten are state officials and the twentieth trustee is elected by the body of nineteen in which the state appointees are in the majority. This technical control, however, is very different from that which is exercised over the representative state universities. In them the institution is controlled by a board of regents, all of whose members are either appointed by the governor (in 31 states), or elected (in 8 states) by the people, the legislature, or the state board of education. Under the conditions that now exist, the actual control of the University of Vermont is admittedly and will always remain in the hands of self-perpetuating trustees.

Middlebury College, although chartered after the University of Vermont, was the first to begin instruction. Its charter entrusts to the president and fellows the "government, care and management of the college," and provides that "all laws, rules and ordinances for the instruction and education of students and ordering, governing, ruling and managing the said college shall be laid before the legislature of this state as often as required and may also be repealed or disallowed by the said legislature when they think proper." While the state of Vermont, therefore, does not appoint the trustees of Middlebury, it has a measure of control over the college, consisting of a veto power over general college regulations. Thus, for example, the fixing of a general rate of tuition for all students, or the appropriation of a fixed ratio of the college income for specific purposes, would appear to be within the power of the legislature. Being, however, solely a negative control, this power has never in the past been exercised, and it would be difficult to exercise it in the future in such a way as to form any actual working control. While, therefore, the charter of Middlebury College gives to the legislature a certain veto power with regard to the college regulations, this power is negligible as a practical matter of administration.

The charter of Norwich University goes somewhat further in the direction of state supervision than the charter of Middlebury College, but not so far as that of the University of Vermont. It is provided in the charter of Norwich University, like that of the University of Vermont, that the college "laws, rules and regulations shall be laid before the legislature of this state whenever required by that body and may by them be disallowed, altered or repealed." On November 16, 1898, an act was approved by the legislature which provides for still

further supervision on the part of the state, through a board of visitors, made up of the superintendent of education of Vermont ex-officio and four other visitors appointed biennially by the governor of Vermont by and with the advice and consent of the Senate. The duties of the board of visitors were defined to be "to visit and inspect said university at such times as they see fit and to report the result of such inspection and the manner of the expenditure of the money herein appropriated to the Governor." The legislature further enacted on November 29, 1898, a statute to the effect that "Norwich University is hereby recognized as the military college of the state of Vermont and its faculty are hereby given local rank as follows: Assistant professors the rank of second lieutenant," etc. While the legislature thus declared Norwich University to be the military college of the state of Vermont, this declaration added nothing to the slight and unexercised powers of educational supervision contained in the charter, so that the status of Norwich University since that act is that of an institution whose property is controlled entirely by its own self-perpetuating board of trustees, with an ill-defined recognition on the part of the state as its military college subject to a perfunctory state inspection of the expenditure of state moneys.

This brief statement of the legal relations of the three colleges to the state of Vermont makes clear the fact that none of them is a state institution in the strict and complete or even in the ordinary sense of that term. Each is practically governed by its own board, and such measure of state control as has been given by amendments of the original charter or by new acts has looked in the direction of establishing just enough control to justify appropriations. While the University of Vermont has a slight, technical majority of state representatives upon its board of trustees, the fact still remains that in the practical working of administration all three institutions have been governed and will continue to be governed by boards whose authority is practically directed by self-perpetuating trustees. While the state has the right, through the legislature, to assume a larger measure of control over any one of the institutions, the method of doing this under the present charters and acts would be so cumbersome and difficult that the possession of this power is rather the shadow of control than control itself.

The three institutions stand to-day upon practically a common basis so far as state control is concerned. The question that really faces the state charged with the state government is not what measure of control the state may exercise under these somewhat ambiguous measures, but rather what work in higher education the state ought to support, if any; and if it ought to support such work, in what institutions may it be conducted to the best advantage of all of the people of the state?

## XI. THE UNIVERSITY OF VERMONT.

The University of Vermont, chartered in 1791, has its seat in the city of Burlington, the largest city in the state and in many ways the one best suited for a university town. Burlington is the chief port on Lake Champlain, and the general character of the surrounding country attracts many summer residents. The university itself stands upon a plateau some three hundred feet above the lake, in the highest part of the city.

In 1865 the State Agricultural College was combined with the university under the title of the University of Vermont and State Agricultural College, each institution continuing nine of its trustees, the legislature electing those of the agricultural college for six-year terms, those of the university being self-perpetuating. The president, who is an ex-officio member, has no vote. The constitution of this board has been referred to in a previous paragraph. The combined board is required under the law to make an annual report to the legislature, although this is a formality that is not observed. The legislature may also appoint a board of visitors, a right of which the state does not avail itself. The present board includes the governor of Massachusetts, who is an alumnus, and three other members from outside the state. The trustees meet twice a year, once at commencement and once in October. The executive committee, consisting of members near Burlington, represents the university and college of agriculture members equally and meets once a month. The finance committee, all being university members, is composed of two Burlington men, a well-known New York alumnus, and the treasurer, who is not a member of the board. The actual proceedings of the board are but slightly affected by the participation of state-appointed trustees.

The college buildings represent variations in structure corresponding to their age. The old college, known as "The Old Mill," valued at \$100,000, was built in 1801. It was rebuilt in 1825, when Lafayette laid the corner-stone. It provides at present old and rather inadequate dormitories, lecture rooms, offices, and a chapel. The library, the gift of Frederick Billings, an alumnus, in 1885, cost \$175,000 and was the last work of H. H. Richardson. A red brick building, the Williams Science Hall, the gift of Dr. Edward H. Williams, cost \$250,000, and is an adequate, fire-proof laboratory building. The mechanical engineering buildings, erected in 1891 at a cost of \$25,000, are suited to their purpose, but small and crowded. Converse Hall, of marble, was erected in 1891 from a gift of \$150,000 by John H. Converse of the class of 1861, and is a good, well-kept men's dormitory, but incon-

veniently distant from the other buildings. The gymnasium and drill hall, built in 1901 at a cost of \$40,000, is large and fairly equipped. The red brick and terra-cotta medical building, costing \$150,000 and built in 1903, is a good modern structure. Morrill Hall, provided by the state in 1904 and completed in 1907 at a cost of \$60,000, offers fair facilities for the work of the experiment station. Small, but good, greenhouses, costing \$5,000, are nearby. Grassmount, the dignified mansion of Governor Nelson, is used as a residence for women, some of whom are also housed in Howard Hall, the former home of General O. O. Howard. There is a commodious president's house and a temporary commons for men. The United States Weather Bureau erected an observatory adjoining the campus in 1906.

The endowment approximates \$1,000,000, half of which has been acquired in the last six years. A field secretary of the alumni continues to work for endowment.

The income of the University, not including the Experiment Station, for 1912-13 was:

From students .....	\$73,570
State endowment (1862 land) .....	8,130
Other endowment .....	38,420
State appropriation .....	26,000
United States appropriation .....	50,000
Miscellaneous .....	12,430
<b>Total .....</b>	<b>\$208,550</b>

The expenditure for the same year was:

For equipment .....	\$12,300
Administration .....	32,200
Current expense .....	39,600
Instruction .....	109,400
Library	
Books .....	\$2,755.04
Service .....	3,342.64
<b>Total .....</b>	<b>\$199,900</b>